



U.S. Department
of Transportation

**Federal Aviation
Administration**

ADVISORY CIRCULAR

**Subject: TEMPORARY FLIGHT RESTRICTIONS
(TFRs/TFR)**

Date:
Initiated by: ATO-R

AC No: 91-63C

1. WHAT IS THE PURPOSE OF THIS ADVISORY CIRCULAR?

This advisory circular (AC): (1) explains and defines the different Temporary Flight Restrictions (TFRs); (2) describes conditions under which the Federal Aviation Administration (FAA) may establish a TFR area; (3) explains which FAA offices are authorized to issue TFRs; (4) lists the agencies/offices from which the FAA will accept requests to establish a TFR area; and (5) provides an appendix for each type of TFR.

2. EFFECTIVE DATE.

This advisory circular is effective on May 20, 2004.

3. CANCELLATION.

Advisory Circular, AC 91-63B, Temporary Flight Restrictions, dated February 28, 1997, is canceled.

4. AUTHORITY.

a. The FAA has authority to formulate policy regarding the navigable airspace (Title 49 United States Code, Section 40103).

b. Title 14 of the Code of Federal Regulations (14 CFR) parts 91 and 99 contain regulations for addressing temporary flight restrictions.

5. EXPLANATION OF CHANGES.

This AC has been updated to clarify the purpose of each TFR that the FAA may issue, and correct references to 14 CFR parts 91 and 99.

6. RELATED READING MATERIAL.

Users of this AC should refer to the following:

a. 14 CFR part 91, Section 91.137, Temporary Flight Restrictions in the Vicinity of Disaster/Hazard Areas;

b. 14 CFR part 91, Section 91.138, Temporary Flight Restrictions in National Disaster Areas in the State of Hawaii;

c. 14 CFR part 91, Section 91.139, Emergency Air Traffic Rules;

d. 14 CFR part 91, Section 91.141, Flight Restrictions in the Proximity of the Presidential and Other Parties;

e. 14 CFR part 91, Section 91.143, Flight Limitation in the Proximity of Space Flight Operations;

f. 14 CFR part 91, Section 91.145, Management of Aircraft Operations in the Vicinity of Aerial Demonstrations and Major Sporting Events;

g. 14 CFR part 99, Section 99.7, Special Security Instructions; and

h. AC 91-45, Aviation Events.

7. WHAT IS A TFR?

A TFR is a regulatory action issued via the U.S. Notice to Airmen (NOTAM) system to restrict certain aircraft from operating within a defined area, on a temporary basis, to protect persons or property in the air or on the ground.

8. WHAT CIRCUMSTANCES MIGHT CAUSE THE FAA TO ISSUE A TFR?

While not an exhaustive list, a TFR may be issued for the following reasons: toxic gas leaks or spills; fumes from flammable agents which, if fanned by rotor or propeller wash, could endanger persons or property on the surface or in other aircraft; volcanic eruptions that could endanger airborne aircraft and occupants; hijacking incidents that may endanger persons or property on the surface, or airborne aircraft and occupants; aircraft accident/incident sites; aviation or ground resources engaged in wildfire suppression; aircraft relief activities following a disaster; aerial demonstrations or major sporting events; or reasons of national security.

9. ARE THERE DIFFERENT TYPES OF TFRs?

Yes. The FAA issues TFRs under the following regulations:

(1) Section 91.137, Temporary Flight Restrictions in the Vicinity of Disaster/Hazard Areas;

(2) Section 91.138, Temporary Flight Restrictions in National Disaster Areas in the State of Hawaii;

(3) Section 91.139, Emergency Air Traffic Rules;

(4) Section 91.141, Flight Restrictions in the Proximity of the Presidential and Other Parties;

(5) Section 91.143, Flight Limitation in the Proximity of Space Flight Operations;

(6) Section 91.145, Management of Aircraft Operations in the Vicinity of Aerial Demonstrations and Major Sporting Events; and

(7) Section 99.7, Special Security Instructions.

10. HOW DO I FIND OUT MORE INFORMATION REGARDING TFRs?

You can find more detailed information regarding TFRs in this AC, in 14 CFR parts 91 and 99, and in the Aeronautical Information Manual.

11. WHERE DO I FIND OUT IF A TFR HAS BEEN ISSUED FOR A SPECIFIC AREA?

National Airspace System (NAS) users or other interested parties should contact the nearest flight service station for TFR information. Additionally, you can find TFR information on automated briefings, NOTAM publications, and on the Internet at <http://www.faa.gov>. The FAA also distributes TFR information to aviation user groups and requests these groups to further disseminate the information to their members.

12. CAN A TFR BE IMPLEMENTED IN AIRSPACE OUTSIDE OF THE UNITED STATES AND ITS TERRITORIES?

No. TFRs are only implemented for sovereign U.S. airspace and its territories. If restrictions are located in an area that extends beyond the 12-mile coastal limit or a U.S. border, the NOTAM will contain language limiting the restriction to the airspace of the U.S., and its territories and possessions. However, the FAA may issue an advisory of any hazard or dangerous information outside of the sovereign U.S. airspace and its territories via the NOTAM System to inform affected users.

If the U.S. decides to restrict U.S. operations or operators of U.S. registered aircraft from operating over certain foreign countries, the FAA issues a Special Federal Aviation Regulation.

13. WHO CAN REQUEST A TFR?

A TFR may be requested by various entities, including: military commands; federal security/intelligence agencies; regional directors of the Office of Emergency Planning, Civil Defense State Directors; civil authorities directing or coordinating organized relief air operations (e.g., Office of Emergency Planning; law enforcement agencies; U.S. Forest Service; state aeronautical agencies); State Governors; FAA Flight Standards District Office, aviation event organizers, or sporting event officials.

14. WHO CAN ISSUE A TFR?

FAA Headquarters or the Directors of Terminal or En Route and Oceanic Area Operations (or their designee) having jurisdiction over the area concerned may issue a TFR.

15. TO WHAT DEGREE ARE RESTRICTIONS ISSUED?

Restrictions are kept to the minimum area and duration necessary that will address the situation.

16. DOES THE NOTAM HAVE TO SPECIFY A REASON FOR A TFR?

Any NOTAM that implements a TFR should specify the reason for the flight restriction.

17. WHAT FACTORS DOES THE FAA CONSIDER WHEN DETERMINING THE NEED FOR A RESTRICTION UNDER THESE TFR REGULATIONS?

The FAA manages the navigable airspace to ensure the safety of aircraft and the efficient utilization of the airspace. In managing the navigable airspace and implementing TFRs, while the following is not an exhaustive list, the FAA considers factors such as: the area where the event will be held; the effect

flight restrictions will have on known aircraft operations; the estimated duration of the event; the degree of public interest; the number of spectators; the provisions for spectator safety; the number and types of participating aircraft; the use of mixed high/low performance aircraft; the impact on non-participating aircraft; the weather minimums; and the emergency procedures that will be in effect.

18. IF I HAVE ANY QUESTIONS REGARDING A TFR, WHOM SHOULD I CONTACT?

Direct any questions or concerns regarding TFRs to the FAA Directors of Terminal or En Route and Oceanic Area Operations (or their designee) having management jurisdiction over the TFR area. You may also contact the FAA Headquarters Airspace and Rules Manager, Office of System Operations and Safety, ATO-R, Washington, D.C., at (202) 267-8783.

Sabra W. Kaulia
Director, System Operations and Safety

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APPENDIX 1

SECTION 91.137 - TEMPORARY FLIGHT RESTRICTIONS IN THE VICINITY OF DISASTER/HAZARD AREAS**1. What is the purpose and use of a TFR issued under this section?**

TFRs issued under this section address disaster/hazard situations and restrict flight operations within specified airspace, on a temporary basis, to provide protection of persons or property in the air or on the ground.

2. Who can issue a TFR under this section?

Except for hijacking situations, FAA Headquarters or the Directors of Terminal or En Route and Oceanic Area Operations (or their designee) having jurisdiction over the area concerned may issue a TFR under this section.

3. Who can issue a TFR for a hijacking situation?

The respective Directors of Terminal or En Route and Oceanic Area Operations (or their designee) having jurisdiction over the area of concern, in consultation with the Transportation Security Administration, will issue a TFR to address hijacking situations.

4. Who can request a TFR under this section?

A TFR may be requested by various entities, including military commands; regional directors of the Office of Emergency Planning; Civil Defense State Directors; civil authorities directing or coordinating air operations associated with disaster relief; civil authorities directing or coordinating organized relief air operations (including representatives of the Office of Emergency Planning, U.S. Forest Service, and state aeronautical agencies); and law enforcement agencies.

5. Are there any specifics that apply to each subparagraph of Section 91.137?

Yes, they are as follows:

a. Section 91.137(a)(1). Restrictions issued under this Section prohibit all aircraft from operating

in the designated area unless that aircraft is participating in the disaster/hazard relief activities and is operated under the direction of the official in charge of on-scene emergency response activities.

b. Section 91.137(a)(2). Restrictions issued under this Section prohibit all aircraft from operating in the designated area unless at least one of the following conditions are met:

(1) The aircraft is participating in hazard relief activities and is operating under the direction of the official in charge of on-scene emergency response activities.

(2) The aircraft is carrying law enforcement officials.

(3) The aircraft is operating under an air traffic control (ATC) approved instrument flight rules (IFR) flight plan.

Note: ATC must coordinate with the official in charge of on-scene emergency response activities prior to allowing any IFR or visual flight rules (VFR) aircraft to enter into the TFR area.

(4) The aircraft is operating directly to or from an airport within the area, or is necessitated by the impracticability of VFR flight above or around the area due to weather or terrain; the operation does not hamper or endanger relief activities and is not conducted for observing the disaster. Notification must be given to the ATC/Flight Service Station (FSS) facility specified in the NOTAM for coordination with the official in charge of on-scene emergency response activities.

(5) The aircraft is carrying properly accredited news representatives, and before entering the area, a flight plan is filed with the ATC/FSS facility specified in the NOTAM, and the operation is conducted above the altitude used by the disaster relief aircraft, unless otherwise authorized by the official in charge of on-scene emergency response activities.

c. Section 91.137(a)(3). Restrictions issued under this Section prohibit all aircraft from operating in the designated area unless at least one of the following conditions are met:

(1) The aircraft is operating directly to or from an airport within the area, or is necessitated by the impracticability of VFR flight above or around the area due to weather or terrain, and the operation is not conducted for the purpose of observing the

incident or event. Notification must be given to the ATC/FSS facility specified in the NOTAM for coordination with the official in charge of the activity.

(2) The aircraft is operating under an ATC approved IFR flight plan.

(3) The aircraft is carrying incident or event personnel, or law enforcement officials.

(4) The aircraft is carrying properly accredited news representatives and, before entering the area, a flight plan is filed with the appropriate FSS or ATC facility specified in the NOTAM.

6. What situations may warrant a TFR under this section?

Situations that may warrant a TFR under Section 91.137 include, but are not limited to the following:

a. 14 CFR Section 91.137(a)(1): toxic gas leaks or spills; fumes from flammable agents which, if fanned by rotor or propeller wash could endanger persons or property on the surface, or if entered by an aircraft could endanger persons or property in the

air; volcanic eruptions that could endanger airborne aircraft and occupants; nuclear accident or incident; and hijackings.

b. 14 CFR Section 91.137(a)(2): aviation or ground resources engaged in wildfire suppression; and aircraft relief activities following a disaster (e.g., earthquake, tidal wave, flood, etc.).

c. 14 CFR Section 91.137(a)(3): disaster/hazard incidents of limited duration that would attract an unsafe congestion of sightseeing aircraft, such as aircraft accident sites.

7. What information should be included in flight plans and notifications made with an FSS or ATC facility when looking to operate within a TFR issued under this section?

The following information should be included in filed flight plans: aircraft identification, type, and color; radio communications frequencies to be used; proposed times of entry of, and exit from, the designated area; name of news media or organization and purpose of the flight; and, any other information requested by ATC.

APPENDIX 2**SECTION 91.138 - TEMPORARY FLIGHT
RESTRICTIONS IN NATIONAL DISASTER
AREAS IN THE STATE OF HAWAII****1. What is the purpose and use of a TFR issued
under this section?**

TFRs issued under this section address a determination that an inhabited area within a declared national disaster area in the State of Hawaii needs protection for humanitarian reasons.

2. Who can request a TFR under this section?

The Governor of the State of Hawaii, or the Governor's designee may request a TFR under this section.

**3. What restrictions apply when TFRs are
issued under this section?**

The TFR will specify the extent and duration necessary to protect persons and property on the surface. Restrictions issued under this section prohibit all aircraft from operating in the designated area unless at least one of the following conditions are met:

a. Authorization is obtained from the official in charge of associated emergency or disaster relief response activities, and the aircraft is operated under the conditions of that authorization;

b. The aircraft is carrying law enforcement officials;

c. The aircraft is carrying persons involved in an emergency or a legitimate scientific purpose;

d. The aircraft is carrying properly accredited newsmen, and before entering the area, a flight plan is filed with the appropriate FAA or ATC facility specified in the NOTAM, and the operation is conducted in compliance with the conditions and restrictions established by the official in charge of on-scene emergency response activities; or,

e. The aircraft is operating in accordance with an ATC clearance or instruction.

**4. For what length of time is a TFR effective
under this section?**

A NOTAM issued under this section is effective for 90 days or until the national disaster area designation is terminated, whichever comes first, or otherwise terminated by notice or extended at the request of the Governor of the State of Hawaii or the Governor's designee.

**5. What office is responsible for issuing a TFR
under this section?**

The Airspace and Rules Manager, Office of System Operations and Safety, ATO-R can issue a TFR under this section.

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APPENDIX 3**SECTION 91.141 - FLIGHT RESTRICTIONS
IN THE PROXIMITY OF THE
PRESIDENTIAL AND OTHER PARTIES****1. What is the purpose and use of a TFR issued
under this section?**

TFRs issued under this section address security with respect to airspace over presidential and other parties. Specifically, no person may operate an aircraft over or in the vicinity of any area to be visited or traveled by the President, the Vice President, or other public figures contrary to the restrictions established by the FAA and published in a NOTAM.

2. Who can request a TFR under this section?

This TFR may be requested by the Washington headquarters office of the U.S. Government agency responsible for the protection of the person concerned. This agency will contact FAA Headquarters in accordance with established procedures and request the necessary regulatory action.

**3. What office is responsible for issuing a TFR
under this section?**

The ATO-R/Director of System Operations Security (or their designee) can issue a TFR under this section.

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APPENDIX 4**SECTION 91.143 - FLIGHT LIMITATION IN
THE PROXIMITY OF SPACE FLIGHT
OPERATIONS****1. What is the purpose and use of a TFR issued
under this section?**

TFRs issued under this section address space flight operations. Specifically, no person may operate an aircraft of U.S. registry, or pilot an aircraft under the

authority of an airman certificate issued by the FAA within areas designated in a NOTAM for space flight operations except when authorized by ATC, or the proponent for the flight operation.

2. Who can issue a TFR under this section?

FAA Headquarters or the Directors of Terminal or En Route and Oceanic Area Operations (or their designee) having control jurisdiction over the affected airspace can issue a TFR under this section.

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APPENDIX 5

SECTION 91.145 – MANAGEMENT OF AIRCRAFT OPERATIONS IN THE VICINITY OF AERIAL DEMONSTRATIONS AND MAJOR SPORTING EVENTS**1. What situations warrant a TFR under this section?**

Situations that may warrant a TFR under this section include, but are not limited to: military and civilian aerial demonstrations or major sporting events of limited duration to protect persons or property on the surface or in the air, to maintain air safety and efficiency, or to prevent the unsafe congestion of aircraft in the vicinity of an aerial demonstration or major sporting event.

2. What office is responsible for issuing a TFR under this section?

The Airspace and Rules Manager, Office of System Operations and Safety, ATO-R oversees all TFRs issued under this section.

3. When should the TFR request be sent in for processing?

A TFR request should be sent to the Airspace and Rules Manager, Office of System Operations and Safety, ATO-R at least 45 days in advance of an aerial demonstration or major sporting event.

4. Who can request a TFR under this section?

An aviation event organizer or participant may request a TFR under this section.

5. How do you request a TFR under this section?

a. For an aerial demonstration – The event organizer should submit two separate requests: (1) One to the Directors of Terminal or En Route and Oceanic Area Operations (or their designee) at least 45 days prior to the event; and (2) An application for a certificate of waiver or authorization (FAA Form 7711-2) for the restriction to the appropriate Flight Standards District Office, 90 days before the event for a civilian aerial demonstration and 120 days before the event for a military aerial demonstration.

b. For a major sporting event – The TFR request should be sent to the Directors of Terminal or En Route and Oceanic Area Operations (or their designee) at least 45 days in advance of the major sporting event. The Directors of Terminal or En Route and Oceanic Area Operations (or their designee) will assess the need for a TFR and forward their recommendation to the Airspace and Rules Manager, Office of System Operations and Safety, ATO-R. The Airspace and Rules Manager will determine whether a TFR is necessary and issue the TFR accordingly.

6. Who can operate in these areas?

Restrictions issued under this section prohibit the operation of any aircraft or device, or any activity within the designated airspace area except in accordance with the authorizations, terms, and conditions of the TFR published in the NOTAM, unless otherwise authorized by: (1) Air Traffic Control; or (2) A Certificate of Waiver or Authorization FAA Form 7711-1 issued for the aerial demonstration by Flight Standards.

Note: ATC must coordinate with the official responsible for the aerial demonstration prior to authorizing VFR or IFR aircraft to operate within the restricted airspace.

7. Can a TFR be requested for an event (or part of an event) that is outside of controlled airspace?

At times it may be necessary to issue restrictions to protect airspace not contained within controlled airspace. For an aerial demonstration, if any segment of the requested airspace is outside of controlled airspace, a restriction may be issued if the following criteria are met: (1) Military aircraft are conducting aerobatic demonstrations; (2) Civilian aircraft that operate in excess of 200 knots are conducting aerobatic demonstrations; and (3) Parachute demonstration teams are performing.

Note: Aerial demonstrations and sporting events occurring within Class B airspace areas may be handled through existing ATC procedures, without additional restrictions. However, each situation is unique and should be addressed as such.

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APPENDIX 6**SECTION 99.7 – SPECIAL SECURITY INSTRUCTIONS****1. What is the purpose and use of a TFR issued under this section?**

The FAA, in consultation with the Department of Defense, or other Federal security/intelligence agencies may issue special security instructions to address situations determined to be detrimental to the interests of national defense.

2. Who does this section apply to?

Each person operating an aircraft in an Air Defense Identification Zone (ADIZ) or Defense Area shall (in addition to applicable sections of 14 CFR part 99) comply with special security instructions issued by the Administrator in the interest of national security, under agreement between the FAA and the Department of Defense or other Federal security/intelligence agencies.

3. What is an Air Defense Identification Zone (ADIZ)?

An ADIZ is an area of airspace over land or water in which the ready identification, location, and control of civil aircraft is required in the interest of national security.

4. What is a Defense Area?

Unless designated as an ADIZ, a Defense Area is any airspace of the U.S., or its territories, in which the control of aircraft is required for reasons of national security.

5. Who can request a TFR under this section?

The Department of Defense, or other Federal security/intelligence agency may request a TFR under this section.

6. What FAA office is responsible for issuing a TFR under this section?

The Airspace and Rules Manager, Office of System Operations and Safety, ATO-R can issue a TFR under this section.

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